1 TITLE VIII—NATIONAL PARKS 2 AIR TOUR MANAGEMENT

3	SEC. 801. SHORT TITLE.
4	This title may be cited as the "National Parks Air
5	Tour Management Act of 2000".
6	SEC. 802. FINDINGS.

7 Congress finds that—

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- 8 (1) the Federal Aviation Administration has 9 sole authority to control airspace over the United 10 States;
 - (2) the Federal Aviation Administration has the authority to preserve, protect, and enhance the environment by minimizing, mitigating, or preventing the adverse effects of aircraft overflights on public and tribal lands;
 - (3) the National Park Service has the responsibility of conserving the scenery and natural and historic objects and wildlife in national parks and of providing for the enjoyment of the national parks in ways that leave the national parks unimpaired for future generations;
 - (4) the protection of tribal lands from aircraft overflights is consistent with protecting the public health and welfare and is essential to the mainte-

1	nance of the natural and cultural resources of In-
2	dian tribes;
3	(5) the National Parks Overflights Working
4	Group, composed of general aviation, commercial air
5	tour, environmental, and Native American represent-
6	atives, recommended that the Congress enact legisla-
7	tion based on the Group's consensus work product;
8	and
9	(6) this title reflects the recommendations made
10	by that Group.
11	SEC. 803. AIR TOUR MANAGEMENT PLANS FOR NATIONAL
12	PARKS.
13	(a) In General.—Chapter 401 (as amended by sec-
14	tion 706(a) of this Act) is further amended by adding at
15	the end the following:
16	"§ 40128. Overflights of national parks
17	"(a) In General.—
18	"(1) General requirements.—A commercial
19	air tour operator may not conduct commercial air
20	tour operations over a national park or tribal lands
21	except—
22	"(A) in accordance with this section;
23	"(B) in accordance with conditions and
24	limitations prescribed for that operator by the
25	Administrator; and

1	"(C) in accordance with any applicable air
2	tour management plan for the park or tribal
3	lands.
4	"(2) Application for operating author-
5	ITY.—
6	"(A) APPLICATION REQUIRED.—Before
7	commencing commercial air tour operations
8	over a national park or tribal lands, a commer-
9	cial air tour operator shall apply to the Admin-
10	istrator for authority to conduct the operations
11	over the park or tribal lands.
12	"(B) Competitive bidding for limited
13	CAPACITY PARKS.—Whenever an air tour man-
14	agement plan limits the number of commercial
15	air tour operations over a national park during
16	a specified time frame, the Administrator, in
17	cooperation with the Director, shall issue oper-
18	ation specifications to commercial air tour oper-
19	ators that conduct such operations. The oper-
20	ation specifications shall include such terms and
21	conditions as the Administrator and the Direc-
22	tor find necessary for management of commer-
23	cial air tour operations over the park. The Ad-
24	ministrator, in cooperation with the Director,
25	shall develop an open competitive process for

1	evaluating proposals from persons interested in
2	providing commercial air tour operations over
3	the park. In making a selection from among
4	various proposals submitted, the Administrator,
5	in cooperation with the Director, shall consider
6	relevant factors, including—
7	"(i) the safety record of the person
8	submitting the proposal or pilots employed
9	by the person;
10	"(ii) any quiet aircraft technology pro-
11	posed to be used by the person submitting
12	the proposal;
13	"(iii) the experience of the person sub-
14	mitting the proposal with commercial air
15	tour operations over other national parks
16	or scenic areas;
17	"(iv) the financial capability of the
18	person submitting the proposal;
19	"(v) any training programs for pilots
20	provided by the person submitting the pro-
21	posal; and
22	"(vi) responsiveness of the person
23	submitting the proposal to any relevant
24	criteria developed by the National Park
25	Service for the affected park.

1	"(C) Number of operations author-
2	IZED.—In determining the number of author-
3	izations to issue to provide commercial air tour
4	operations over a national park, the Adminis-
5	trator, in cooperation with the Director, shall
6	take into consideration the provisions of the air
7	tour management plan, the number of existing
8	commercial air tour operators and current level
9	of service and equipment provided by any such
10	operators, and the financial viability of each
11	commercial air tour operation.
12	"(D) Cooperation with NPS.—Before
13	granting an application under this paragraph
14	the Administrator, in cooperation with the Di-
15	rector, shall develop an air tour management
16	plan in accordance with subsection (b) and im-
17	plement such plan.
18	"(E) TIME LIMIT ON RESPONSE TO ATM
19	APPLICATIONS.—The Administrator shall make
20	every effort to act on any application under this
21	paragraph and issue a decision on the applica-
22	tion not later than 24 months after it is re-
23	ceived or amended.
24	"(F) Priority.—In acting on applications
25	under this paragraph to provide commercial air

1	tour operations over a national park, the Ad-
2	ministrator shall give priority to an application
3	under this paragraph in any case in which a
4	new entrant commercial air tour operator is
5	seeking operating authority with respect to that
6	national park.
7	"(3) Exception.—Notwithstanding paragraph
8	(1), commercial air tour operators may conduct com-
9	mercial air tour operations over a national park
10	under part 91 of the title 14, Code of Federal Regu-
11	lations if—
12	"(A) such activity is permitted under part
13	119 of such title;
14	"(B) the operator secures a letter of agree-
15	ment from the Administrator and the national
16	park superintendent for that national park de-
17	scribing the conditions under which the oper-
18	ations will be conducted; and
19	"(C) the total number of operations under
20	this exception is limited to not more than 5
21	flights in any 30-day period over a particular
22	park.
23	"(4) Special rule for safety require-
24	MENTS.—Notwithstanding subsection (c), an exist-
25	ing commercial air tour operator shall apply, not

1	later than 90 days after the date of enactment of
2	this section, for operating authority under part 119,
3	121, or 135 of title 14, Code of Federal Regulations.
4	A new entrant commercial air tour operator shall
5	apply for such authority before conducting commer-
6	cial air tour operations over a national park or tribal
7	lands. The Administrator shall make every effort to
8	act on any such application for a new entrant and
9	issue a decision on the application not later than 24
10	months after it is received or amended.
11	"(b) AIR TOUR MANAGEMENT PLANS.—
12	"(1) Establishment.—
13	"(A) IN GENERAL.—The Administrator, in
14	cooperation with the Director, shall establish an
15	air tour management plan for any national park
16	or tribal land for which such a plan is not in
17	effect whenever a person applies for authority
18	to conduct a commercial air tour operation over
19	the park. The air tour management plan shall
20	be developed by means of a public process in
21	accordance with paragraph (4).
22	"(B) Objective.—The objective of any
23	air tour management plan shall be to develop
24	acceptable and effective measures to mitigate or
25	prevent the significant adverse impacts, if any,

I	of commercial air tour operations upon the nat-
2	ural and cultural resources, visitor experiences,
3	and tribal lands.
4	"(2) Environmental determination.—In
5	establishing an air tour management plan under this
6	subsection, the Administrator and the Director shall
7	each sign the environmental decision document re-
8	quired by section 102 of the National Environmental
9	Policy Act of 1969 (42 U.S.C. 4332) which may in-
10	clude a finding of no significant impact, an environ-
11	mental assessment, or an environmental impact
12	statement and the record of decision for the air tour
13	management plan.
14	"(3) Contents.—An air tour management
15	plan for a national park—
16	"(A) may prohibit commercial air tour op-
17	erations in whole or in part;
18	"(B) may establish conditions for the con-
19	duct of commercial air tour operations, includ-
20	ing commercial air tour routes, maximum or
21	minimum altitudes, time-of-day restrictions, re-
22	strictions for particular events, maximum num-
23	ber of flights per unit of time, intrusions on pri-
24	vacy on tribal lands, and mitigation of noise,
25	visual, or other impacts;

1	"(C) shall apply to all commercial air tour
2	operations within ½ mile outside the boundary
3	of a national park;
4	"(D) shall include incentives (such as pre-
5	ferred commercial air tour routes and altitudes,
6	relief from caps and curfews) for the adoption
7	of quiet aircraft technology by commercial air
8	tour operators conducting commercial air tour
9	operations at the park;
10	"(E) shall provide for the initial allocation
11	of opportunities to conduct commercial air tour
12	operations if the plan includes a limitation on
13	the number of commercial air tour operations
14	for any time period; and
15	"(F) shall justify and document the need
16	for measures taken pursuant to subparagraphs
17	(A) through (E) and include such justifications
18	in the record of decision.
19	"(4) Procedure.—In establishing an air tour
20	management plan for a national park or tribal lands,
21	the Administrator and the Director shall—
22	"(A) hold at least one public meeting with
23	interested parties to develop the air tour man-
24	agement plan;

1	"(B) publish the proposed plan in the Fed-
2	eral Register for notice and comment and make
3	copies of the proposed plan available to the
4	public;
5	"(C) comply with the regulations set forth
6	in sections 1501.3 and 1501.5 through 1501.8
7	of title 40, Code of Federal Regulations (for
8	purposes of complying with the regulations, the
9	Federal Aviation Administration shall be the
10	lead agency and the National Park Service is a
11	cooperating agency); and
12	"(D) solicit the participation of any Indian
13	tribe whose tribal lands are, or may be,
14	overflown by aircraft involved in a commercial
15	air tour operation over the park or tribal lands
16	to which the plan applies, as a cooperating
17	agency under the regulations referred to in sub-
18	paragraph (C).
19	"(5) Judicial review.—An air tour manage-
20	ment plan developed under this subsection shall be
21	subject to judicial review.
22	"(6) Amendments.—The Administrator, in co-
23	operation with the Director, may make amendments
24	to an air tour management plan. Any such amend-
25	ments shall be published in the Federal Register for

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1	notice and comment. A request for amendment of an
2	air tour management plan shall be made in such
3	form and manner as the Administrator may pre-
4	scribe.
5	"(c) Interim Operating Authority.—
6	"(1) In general.—Upon application for oper-
7	ating authority, the Administrator shall grant in-
8	terim operating authority under this subsection to a
9	commercial air tour operator for commercial air tour
10	operations over a national park or tribal lands for
11	which the operator is an existing commercial air tour
12	operator.
13	"(2) Requirements and Limitations.—In-
14	terim operating authority granted under this
15	subsection—
16	"(A) shall provide annual authorization
17	only for the greater of—
18	"(i) the number of flights used by the
19	operator to provide the commercial air tour
20	operations within the 12-month period
21	prior to the date of enactment of this sec-
22	tion; or
23	"(ii) the average number of flights per
24	12-month period used by the operator to
25	provide such operations within the 36-

1	month period prior to such date of enact-
2	ment, and, for seasonal operations, the
3	number of flights so used during the sea-
4	son or seasons covered by that 12-month
5	period;
6	"(B) may not provide for an increase in
7	the number of commercial air tour operations
8	conducted during any time period by the com-
9	mercial air tour operator above the number that
10	the air tour operator was originally granted un-
11	less such an increase is agreed to by the Ad-
12	ministrator and the Director;
13	"(C) shall be published in the Federal Reg-
14	ister to provide notice and opportunity for com-
15	ment;
16	"(D) may be revoked by the Administrator
17	for cause;
18	"(E) shall terminate 180 days after the
19	date on which an air tour management plan is
20	established for the park or tribal lands;
21	"(F) shall promote protection of national
22	park resources, visitor experiences, and tribal
23	lands;
24	"(G) shall promote safe commercial air
25	tour operations;

1	"(H) shall promote the adoption of quiet
2	technology, as appropriate; and
3	"(I) shall allow for modifications of the in-
4	terim operating authority based on experience if
5	the modification improves protection of national
6	park resources and values and of tribal lands.
7	"(3) New entrant air tour operators.—
8	"(A) In General.—The Administrator, in
9	cooperation with the Director, may grant in-
10	terim operating authority under this paragraph
11	to an air tour operator for a national park or
12	tribal lands for which that operator is a new en-
13	trant air tour operator if the Administrator de-
14	termines the authority is necessary to ensure
15	competition in the provision of commercial air
16	tour operations over the park or tribal lands.
17	"(B) Safety Limitation.—The Adminis-
18	trator may not grant interim operating author-
19	ity under subparagraph (A) if the Adminis-
20	trator determines that it would create a safety
21	problem at the park or on the tribal lands, or
22	the Director determines that it would create a
23	noise problem at the park or on the tribal
24	lands.

1	"(C) ATMP LIMITATION.—The Adminis-
2	trator may grant interim operating authority
3	under subparagraph (A) of this paragraph only
4	if the air tour management plan for the park or
5	tribal lands to which the application relates has
6	not been developed within 24 months after the
7	date of enactment of this section.
8	"(d) Exemptions.—This section shall not apply to—
9	"(1) the Grand Canyon National Park; or
10	"(2) tribal lands within or abutting the Grand
11	Canyon National Park.
12	"(e) Lake Mead.—This section shall not apply to
13	any air tour operator while flying over or near the Lake
14	Mead National Recreation Area, solely as a transportation
15	route, to conduct an air tour over the Grand Canyon Na-
16	tional Park.
17	"(f) Definitions.—In this section, the following
18	definitions apply:
19	"(1) Commercial air tour operator.—The
20	term 'commercial air tour operator' means any per-
21	son who conducts a commercial air tour operation.
22	"(2) Existing commercial air tour oper-
23	ATOR.—The term 'existing commercial air tour oper-
24	ator' means a commercial air tour operator that was
25	actively engaged in the business of providing com-

1	mercial air tour operations over a national park at
2	any time during the 12-month period ending on the
3	date of enactment of this section.
4	"(3) New entrant commercial air tour
5	OPERATOR.—The term 'new entrant commercial air
6	tour operator' means a commercial air tour operator
7	that—
8	"(A) applies for operating authority as a
9	commercial air tour operator for a national
10	park or tribal lands; and
11	"(B) has not engaged in the business of
12	providing commercial air tour operations over
13	the national park or tribal lands in the 12-
14	month period preceding the application.
15	"(4) Commercial air tour operation.—
16	"(A) IN GENERAL.—The term 'commercial
17	air tour operation' means any flight, conducted
18	for compensation or hire in a powered aircraft
19	where a purpose of the flight is sightseeing over
20	a national park, within ½ mile outside the
21	boundary of any national park, or over tribal
22	lands, during which the aircraft flies—
23	"(i) below a minimum altitude, deter-
24	mined by the Administrator in cooperation
25	with the Director, above ground level (ex-

1	cept solely for purposes of takeoff or land-
2	ing, or necessary for safe operation of an
3	aircraft as determined under the rules and
4	regulations of the Federal Aviation Admin-
5	istration requiring the pilot-in-command to
6	take action to ensure the safe operation of
7	the aircraft); or
8	"(ii) less than 1 mile laterally from
9	any geographic feature within the park
10	(unless more than ½ mile outside the
11	boundary).
12	"(B) Factors to consider.—In making
13	a determination of whether a flight is a com-
14	mercial air tour operation for purposes of this
15	section, the Administrator may consider—
16	"(i) whether there was a holding out
17	to the public of willingness to conduct a
18	sightseeing flight for compensation or hire;
19	"(ii) whether a narrative that referred
20	to areas or points of interest on the sur-
21	face below the route of the flight was pro-
22	vided by the person offering the flight;
23	"(iii) the area of operation;
24	"(iv) the frequency of flights con-
25	ducted by the person offering the flight;

1	"(v) the route of flight;
2	"(vi) the inclusion of sightseeing
3	flights as part of any travel arrangement
4	package offered by the person offering the
5	$\operatorname{flight};$
6	"(vii) whether the flight would have
7	been canceled based on poor visibility of
8	the surface below the route of the flight;
9	and
10	"(viii) any other factors that the Ad-
11	ministrator and the Director consider ap-
12	propriate.
13	"(5) National Park.—The term 'national
14	park' means any unit of the National Park System.
15	"(6) Tribal lands.—The term 'tribal lands'
16	means Indian country (as that term is defined in
17	section 1151 of title 18) that is within or abutting
18	a national park.
19	"(7) Administrator.—The term 'Adminis-
20	trator' means the Administrator of the Federal Avia-
21	tion Administration.
22	"(8) DIRECTOR.—The term 'Director' means
23	the Director of the National Park Service.".

1	(b) Conforming Amendment.—The analysis for
2	chapter 401 (as amended by section 706(b) of this Act)
3	is further amended by adding at the end the following:
	"40128. Overflights of national parks.".
4	(e) Compliance With Other Regulations.—For
5	purposes of section 40126 of title 49, United States
6	Code—
7	(1) regulations issued by the Secretary of
8	Transportation and the Administrator under section
9	3 of Public Law 100–91 (16 U.S.C. 1a–1 note), and
10	(2) commercial air tour operations carried out
11	in compliance with the requirements of those regula-
12	tions,
13	shall be deemed to meet the requirements of such section
14	40126.
15	SEC. 804. QUIET AIRCRAFT TECHNOLOGY FOR GRAND CAN-
16	YON.
17	(a) Quiet Technology Requirements.—Within
18	12 months after the date of enactment of this Act, the
19	Administrator shall designate reasonably achievable re-
20	quirements for fixed-wing and helicopter aircraft nec-
21	essary for such aircraft to be considered as employing
22	quiet aircraft technology for purposes of this section. If
23	the Administrator determines that the Administrator will
24	not be able to make such designation before the last day

25 of such 12-month period, the Administrator shall transmit

1	to	Congress	a	report	on	the	reasons	for	not	meeting	such
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- 2 time period and the expected date of such designation.
- 3 (b) ROUTES OR CORRIDORS.—In consultation with
- 4 the Director and the advisory group established under sec-
- 5 tion 805, the Administrator shall establish, by rule, routes
- 6 or corridors for commercial air tour operations (as defined
- 7 in section 40126(e)(4) of title 49, United States Code) by
- 8 fixed-wing and helicopter aircraft that employ quiet air-
- 9 craft technology for—
- 10 (1) tours of the Grand Canyon originating in
- 11 Clark County, Nevada; and
- 12 (2) "local loop" tours originating at the Grand
- 13 Canyon National Park Airport, in Tusayan, Arizona,
- 14 provided that such routes or corridors can be located in
- 15 areas that will not negatively impact the substantial res-
- 16 toration of natural quiet, tribal lands, or safety.
- 17 (c) Operational Caps.—Commercial air tour oper-
- 18 ations by any fixed-wing or helicopter aircraft that em-
- 19 ploys quiet aircraft technology and that replaces an exist-
- 20 ing aircraft shall not be subject to the operational flight
- 21 allocations that apply to other commercial air tour oper-
- 22 ations of the Grand Canyon, provided that the cumulative
- 23 impact of such operations does not increase noise at the
- 24 Grand Canyon.

1	(d) Modification of Existing Aircraft To
2	MEET STANDARDS.—A commercial air tour operation by
3	a fixed-wing or helicopter aircraft in a commercial air tour
4	operator's fleet on the date of enactment of this Act that
5	meets the requirements designated under subsection (a),
6	or is subsequently modified to meet the requirements des-
7	ignated under subsection (a), may be used for commercial
8	air tour operations under the same terms and conditions
9	as a replacement aircraft under subsection (c) without re-
10	gard to whether it replaces an existing aircraft.
11	(e) Mandate To Restore Natural Quiet.—
12	Nothing in this Act shall be construed to relieve or
13	diminish—
14	(1) the statutory mandate imposed upon the
15	Secretary of the Interior and the Administrator of
16	the Federal Aviation Administration under Public
17	Law 100–91 (16 U.S.C. 1a–1 note) to achieve the
18	substantial restoration of the natural quiet and ex-
19	perience at the Grand Canyon National Park; and
20	(2) the obligations of the Secretary and the Ad-
21	ministrator to promulgate forthwith regulations to
22	achieve the substantial restoration of the natural
23	quiet and experience at the Grand Canyon National
24	Park.

1	SEC. 805. ADVISORY GROUP.
2	(a) Establishment.—Not later than 1 year after
3	the date of enactment of this Act, the Administrator and
4	the Director of the National Park Service shall jointly es-
5	tablish an advisory group to provide continuing advice and
6	counsel with respect to commercial air tour operations
7	over and near national parks.
8	(b) Membership.—
9	(1) In general.—The advisory group shall be
10	composed of—
11	(A) a balanced group of—
12	(i) representatives of general aviation
13	(ii) representatives of commercial air
14	tour operators;
15	(iii) representatives of environmental
16	concerns; and
17	(iv) representatives of Indian tribes;
18	(B) a representative of the Federal Avia-
19	tion Administration; and
20	(C) a representative of the National Park
21	Service.
22	(2) Ex officio members.—The Administrator
23	(or the designee of the Administrator) and the Di-
24	rector (or the designee of the Director) shall serve

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as ex officio members.

1	(3) Chairperson.—The representative of the
2	Federal Aviation Administration and the representa-
3	tive of the National Park Service shall serve alter-
4	nating 1-year terms as chairman of the advisory
5	group, with the representative of the Federal Avia-
6	tion Administration serving initially until the end of
7	the calendar year following the year in which the ad-
8	visory group is first appointed.
9	(c) Duties.—The advisory group shall provide ad-
10	vice, information, and recommendations to the Adminis-
11	trator and the Director—
12	(1) on the implementation of this title and the
13	amendments made by this title;
14	(2) on commonly accepted quiet aircraft tech-
15	nology for use in commercial air tour operations over
16	a national park or tribal lands, which will receive
17	preferential treatment in a given air tour manage-
18	ment plan;
19	(3) on other measures that might be taken to
20	accommodate the interests of visitors to national
21	parks; and
22	(4) at the request of the Administrator and the
23	Director, safety, environmental, and other issues re-
24	lated to commercial air tour operations over a na-
25	tional park or tribal lands.

1	(d) Compensation; Support; FACA.—
2	(1) Compensation and travel.—Members of
3	the advisory group who are not officers or employees
4	of the United States, while attending conferences or
5	meetings of the group or otherwise engaged in its
6	business, or while serving away from their homes or
7	regular places of business, may be allowed travel ex-
8	penses, including per diem in lieu of subsistence, as
9	authorized by section 5703 of title 5, United States
10	Code, for persons in the Government service em-
11	ployed intermittently.
12	(2) Administrative support.—The Federal
13	Aviation Administration and the National Park
14	Service shall jointly furnish to the advisory group
15	clerical and other assistance.
16	(3) Nonapplication of faca.—Section 14 of
17	the Federal Advisory Committee Act (5 U.S.C.
18	App.) does not apply to the advisory group.
19	SEC. 806. PROHIBITION OF COMMERCIAL AIR TOUR OPER-
20	ATIONS OVER THE ROCKY MOUNTAIN NA-
21	TIONAL PARK.
22	Effective beginning on the date of enactment of this
23	Act, no commercial air tour operation may be conducted
24	in the airspace over the Rocky Mountain National Park

1	notwithstanding	any other	provision	of	this	Act	or	section

- 2 40126 of title 49, United States Code.
- **3 SEC. 807. REPORTS.**
- 4 (a) Overflight Fee Report.—Not later than 180
- 5 days after the date of enactment of this Act, the Adminis-
- 6 trator shall transmit to Congress a report on the effects
- 7 overflight fees are likely to have on the commercial air
- 8 tour operation industry. The report shall include, but shall
- 9 not be limited to—
- 10 (1) the viability of a tax credit for the commer-
- cial air tour operators equal to the amount of any
- overflight fees charged by the National Park Service;
- 13 and
- 14 (2) the financial effects proposed offsets are
- 15 likely to have on Federal Aviation Administration
- budgets and appropriations.
- 17 (b) QUIET AIRCRAFT TECHNOLOGY REPORT.—Not
- 18 later than 2 years after the date of enactment of this Act,
- 19 the Administrator and the Director of the National Park
- 20 Service shall jointly transmit a report to Congress on the
- 21 effectiveness of this title in providing incentives for the
- 22 development and use of quiet aircraft technology.

1 SEC. 808. METHODOLOGIES USED TO ASSESS AIR TOUR

- 2 NOISE.
- 3 Any methodology adopted by a Federal agency to as-
- 4 sess air tour noise in any unit of the national park system
- 5 (including the Grand Canyon and Alaska) shall be based
- 6 on reasonable scientific methods.
- 7 SEC. 809. ALASKA EXEMPTION.
- 8 The provisions of this title and section 40128 of title
- 9 49, United States Code, as added by section 803(a), do
- 10 not apply to any land or waters located in Alaska.